

STAT

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

ILLEGIB

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

### PROBLEM

1. To establish an Agency program to identify and provide special developmental opportunities for employees considered to possess the potential for positions of senior managerial and executive responsibility.

### BACKGROUND

2. One of the managerial problems inherent in administering the affairs of CIA is the development of adequate numbers of properly qualified individuals to replace the managers and executives - at all levels - who inevitably must some day vacate the positions they now hold. Recognizing this essential task, and the special character which the nature of our Agency invests it with, successive CIA administrations have looked to a number of different means of dealing with the matter. Three of their studies are especially pertinent:

a. The proposals of the 1952 Career Service Committee which, as approved by the DCI, established our present career service system. Among the proposals was one for an Executive Inventory that was actually set up. It listed about 150 senior professionals considered candidates for key positions in the Agency, but because some of the essential elements required for its maintenance were missing, and attention was concentrated on other aspects of the career service system, the inventory was permitted to expire not long after its creation.

b. The Inspector General's December 1959 Survey of the CIA Career Service which called attention to the failure of our career system to deal adequately with the need "to ensure the thorough preparation of the most capable people for key positions of responsibility." However, the survey brought about no real changes in our methods of dealing with the problem.

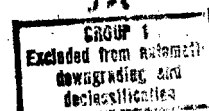
c. Then in July 1962 a Task Force on Personnel Management led by the Executive Director recommended, among other things, the formation within the Agency of a "generalist corps" comprised of officers identified as potential executives whose careers were to be managed by a CIA Personnel Board responsible to the DDCI. Again, no specific action was taken to change existing methods of executive development.

### PROPOSAL OF EXECUTIVE DIRECTOR

3. In May 1963, the Executive Director called attention once again to the Agency's need for a special program to identify and develop high potential careerists. This time he instructed the Director of Personnel to submit proposals for a "generalist corps" to accomplish such a purpose. The Executive Director's instructions were quite broad but no doubt contemplated that the Director of Personnel, in making his response, would consider the recommendations in the 1962 Report of the Task Force on Personnel Management in CIA relating to a "generalist corps." It is therefore appropriate to enumerate these recommendations:

7051 8

SECRET



Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(2)

- No. 13 Consider JOT's as "generalists".
- No. 14 Give all supergrades a "generalist" designation.
- No. 15 Establish a DCI Personnel Board to handle matters involving supergrades.
- No. 16 Make the Director of Personnel responsible for identifying those individuals in the middle echelon managerial grades who should be considered for CIA generalists.
- No. 17 Establish a mid-career training course for the purpose of selecting middle echelon supervisors who should be named CIA generalists.
- No. 20 Establish a Personnel Development Board to work full time creating and implementing plans for generalists.

#### DISCUSSION

##### GENERAL

4. Through all the background papers on executive development in the Agency there runs at least one common theme: the recognition that our career system must produce an adequate supply of well developed, broadly experienced candidates for the key executive posts in the Agency. On this central issue there has never been any dispute. Nor can there be if we are really committed to the notion that ours is a career service. Nevertheless, our actions (on this issue) have never matched our intentions. Why?

We have certainly made progress in many other broad areas of personnel management. A number of basic, technical improvements in the personnel practices that support career service administration have been and are being achieved---in competitive promotions; fitness reporting; identifying surplus personnel; planning for rotational assignments within career services; training; the development of personnel (including senior members) within career services; the JOT Program; and in others too. Yet we still haven't tackled - with anything like a systematic approach - the problem of developing top executives whose career direction, if properly handled, must transcend Career Service and Deputy Directorate levels. Why?

Certainly attempts have been made. One even enjoyed a brief period of success in 1952; and others have been pushed vigorously, especially by the IG in 1959 and the Executive Director in 1962. But they haven't taken. Why? Several possible explanations suggest themselves:

--First, most of our senior executives up to now have been relatively young men. The urgency associated with preparing for their replacement has not always been apparent.

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(3)

--Second, during the 8 or 9 years - relatively stable ones insofar as the size and projected growth of the Agency were concerned - we may have felt that sufficient numbers of qualified replacements were already on hand. Experience has borne this out generally. Retirements and other losses among top executives have not been beyond our capacity to deal with. It is only now, as we look ahead and contemplate the sharp rise in anticipated losses over the next 5-10 years, that we become alarmed. For we realize that, not only will our executive losses go up abruptly, but so will the losses of "replacements" we've been relying on, because they too will be leaving the Agency along with or closely behind the executives they might have replaced. Our problem is thus changing dimensions as the average age of our senior personnel continues to climb.

--Third, our Deputy Directorates and Career Services have been absorbed with responsibilities for developing their own career staffs, including their own key executives. In addition, they may have reasoned that the development of executives for broader uses would necessarily impinge on and possibly even clash with their parochial and immediate concerns.

--Not to be overlooked, also, is the fact that most past proposals for executive development have been interlocked with a variety of other ideas which, though related perhaps, were not essential to the central problem of identifying and developing top executives. Yet the proposals were presented and treated as a package and, because some of them were unpopular, the baby went out with the bath water.

#### EXECUTIVE DEVELOPMENT - THE CRUCIAL ISSUE

5. Perhaps the time has come, therefore, to isolate from the broader problem of career development the crucial issue of executive development and deal with it alone. This approach may well succeed where others have not. And surely there can be no harm in requiring the separate elements of our career service system to stand or fall on their individual merits. Tying uncertain proposals to sound ones serves only to weaken them both and risk their total non-acceptance.

For that reason, it seems prudent to distill from the concept of a "generalist corps" those aspects concerned with the identification and development of top executives and concentrate on just

ILLEGIB

Using such an approach, let's look at the elements involved in an executive development program:

#### Responsibility

6. The Executive Director is correct in proposing (we assume) a DCI Board to manage a program concerned with the development of top executives. The problems involved in such a program transcend component boundaries. So should the responsibility. It cannot be discharged successfully anywhere else.

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

(4)

However, it would be a mistake to think this responsibility lies outside of, or can be divorced from, the command line of the Agency and thus be dealt with as a sort of staff function. It cannot. The Director of Personnel and other staff officers can be of invaluable assistance in the support of such a program; but the ultimate decisions and implementing actions - without which there can be no program - must come from the senior Agency commanders themselves.

Therefore, it is proposed that responsibility for the executive development program be given a Board composed of:

Executive Director, Chairman  
4 Deputy Directors, Members  
Director of Personnel, Executive Secretary

Elements of Program

7. The executive development program, as visualized here, would consist of these elements:

- a. The definition of goals.
- b. The identification of employees considered to possess the capacity, desire, and potential for Agency positions of senior managerial and executive responsibility.
- c. The establishment and maintenance of an executive inventory listing the senior positions of concern to the program and the candidates being groomed to fill them.
- d. The evolution of plans and opportunities for executive development through rotational assignments, external and other special training, committee and task force assignments, special details, exchange agreements with other agencies, etc.
- e. The selection of candidates for executive positions.

ILLEGIB

Definition of Goals

8. Before launching an executive development program - and throughout its life - we need general agreement as to its purposes and objectives and a common understanding of the terms and procedures employed. For instance, for our purposes:

ILLEGIB

- What is an executive?
- How early in an officer's career will we try to evaluate his executive potential?
- How long do we expect a candidate to remain in our "inventory"?
- Will the program attempt to embrace all executive positions or just those in the "generalist" category?
- How many candidates will we try to identify for each executive post?
- Will candidates be groomed for specific posts or developed more generally?

SECRET

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(5)

The next few sections will try to suggest answers to these and other related questions.

### Scope of Program

9. Earlier we talked of developing "top executives", "senior managers", etc. What do we mean?

Clearly, our concern has to do with executive and managerial requirements involving broad, general experience - experience which normally cannot be acquired entirely within one Agency component but which takes opportunities beyond those a single component can provide. We mean "generalists" and are not talking of "specialist", though we recognize they too have developmental needs.

It is clear also that our concern is for a special program - small in size, narrow in focus, and concentrated in purpose. A program to supplement the efforts of the major components which, after all, have the primary task of directing, developing and managing the Agency's work force. A program to take over the job of training and preparing the select few who have executive potentials beyond the capacity of a single component to provide adequate developmental opportunities for.

To give sharper definition to the limits of our program, we probably mean the following executive positions (numbering about 130 - 140) and the potential candidates to fill them:

- a. Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.
- b. Field - Chiefs of installations with major policy responsibilities, or with significant managerial responsibilities involving more than one Headquarters Deputy Directorate.

### Identification of Executive Candidates

10. "Who", "when", and "by whom" are the principal questions to answer about the identification of executive candidates.

Who? We have suggested they be individuals possessing the capacity, the desire, and the potential for top managerial positions. Paragraph 9 defines for our purposes the meaning of "top managerial positions".

By whom? The view was expressed that only senior commanders can make the key decisions involved in an executive development program. Surely the formal identification of a candidate is a key decision.


When? The "right" answer is: whenever we can make a choice with reasonable assurance of its correctness. But that injects into the program a vagueness and unwieldiness we should avoid, and can by an arbitrary decision concerning "eligibles".

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(6)

On 31 March 1963, we had:

<u>GRADE</u>	<u>NUMBER OF EMPLOYEES</u>
GS-18	
17	
16	
15	
14	

25X1

Considering the large numbers of potential "eligibles", let's arbitrarily confine our search to those who are GS-15 or above and have already entered the "generalist" ranks.

The 1962 Task Force on Personnel Management recommended that JOT's be labeled "generalists" and also that a mid-career training course be used to identify "generalists". For our purposes, such actions are believed premature. We lack techniques discreet enough to identify the individuals in the early and mid-year groups who will rise to top executive positions. We could try, of course; but this would produce a large, diffused development program instead of a small, specially tailored one. It would probably also result in a less effective one. More importantly, it would probably also centrally directed program invading the command prerogatives of Career Services (as they are now established) at too low a level. Whether benefits from such a program extension would ever compensate adequately for this "invasion" is very questionable.

The proposal to restrict executive candidates to GS-15's and above rests therefore on two ideas primarily:

- First, the belief that a small, tightly managed program with clearly established, specific objectives will achieve far better results in developing top executives than will a large multi-purpose program.
- Second, the conviction that in our Agency the primary job of developing career employees, including those destined for executive posts, can best be handled by the separate Career Services and Deputy Directorates and should remain their responsibility.

This last point is not an apathetic or obsequious submission to the status quo. It simply recognizes that, as our organization is now structured, the best job opportunities for developmental purposes, as well as the rotational and administrative arrangements for exploiting these opportunities, lie largely within the jurisdiction of the individual Career Services and operating components. It recognizes also that employees work best and develop most rapidly in an occupational environment that satisfies their needs for group identification and group loyalty. Top management needs to step in with an auxiliary or supplementary development program only when an individual component cannot do the complete job or when the objectives of top

SECRET

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(7)

management differ or diverge from those of a subordinate component.

Development of senior executives, the need for a supplementary Agency program - centrally directed - appears to emerge at about the GS-15 level, and certainly not below 14. Up to that point the Career Services and Deputy Directorates can manage the job quite adequately, including cross-component assignments. If at times they don't, it's usually the result of human weaknesses and not of the system employed.

However, above the 14 level, candidates for senior positions need opportunities for rotational assignments, external training, special details, and other broadening experiences that individual Directorates generally cannot provide. Even more significantly, the interests of top management in the development of certain candidates may differ from the parochial interests of a component and can indeed become antagonistic.

The foregoing reasons argue for an Executive Development program which at the Agency level is quite restricted in size and "inducts" candidates only after they have manifested potential for senior "generalist" positions. Setting GS-15 as the "entrance level" is purely arbitrary and could in some cases be artificial; but it provides a useful bench mark for systematic reviews of possible candidates.

#### Executive Inventory

11. Earlier comments have suggested an executive inventory consisting of the following positions:

Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.

Field - chiefs of installations with major policy responsibilities, or with significant managerial responsibilities involving more than one Headquarters Deputy Directorate.

It was estimated that the inventory would embrace 130 to 140 jobs. Matched against these jobs should appear: the incumbents; and the other executives candidates, about 300 perhaps, being groomed for the jobs listed.

To the extent reasonable, the inventory should indicate the position(s) for which each candidate is being groomed and, conversely, the prospective candidate(s) for each position. In both cases, multiple listings should usually occur - i.e., most key positions should have several prospective candidates, and most individuals in the inventory should be preparing for more than one job.

Responsibility for establishing and maintaining the inventory belongs to the Career Development Board. Inventory records, because of their sensitivity, should probably be maintained personally by the Chairman and the Executive Secretary.

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0



SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(8)

Complementary inventories will very likely be established in each Deputy Directorate, embracing jobs at the next lower executive levels. This will facilitate the management of the Agency inventory and should be encouraged.

#### Development Methods

12. After identifying executive candidates and deciding at least tentatively the position(s) for which they should be preparing, the Board must shape - at least in broad outline - a development plan for each candidate. Plans will vary according to the age and experience of the candidate, the jobs for which he is being groomed, his prior training, etc. Some will be specific, others very general. But they must provide realistic, working targets for the future assignment and training of every candidate; this is essential to the successful conduct of the program.

The ingredients of executive development plans include:

- Rotational assignments within and across components
- External and other special training programs
- Exchange agreements with other agencies
- Committee and task force assignments within the Agency and with inter-agency groups
- Special details and temporary assignments within the Agency and to such outside bodies as NSC
- Other special arrangements

The task of devising executive development plans will probably be given the Deputy Directors most concerned, but the Board must retain responsibility for their final approval and also for monitoring their execution.

The Board must take the initiative in creating new development opportunities and in expanding and modifying others already available. It must also insure that important opportunities which present themselves in the normal course of affairs - such as Senior School Quotas, inter-agency exchanges, appointment of inter-agency task forces, etc. - are exploited in ways that yield the greatest return for the Agency. It should be quite unusual, for example, to nominate for one of the Agency's 3 spaces at the National War College an individual who is not on the executive inventory.

#### Administration

13. Most decisions as to how the Executive Development Board will function and how the Program will be administered must await their establishment. However, several items deserve special mention.

When an individual is "tapped" for the Executive Inventory, what notice is given? The ideal answer is "none", except to Board members and other top officials concerned. This means that the individual is not told, his career service designation is not changed, and all other visible symbols and processes remain as before. Of course, an extra review is added to

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(9)

any significant plan or action initiated by a component affecting the individual. But this can be done quite discreetly. The responsible Deputy Director will know of the plan as well as the individual's status on the Inventory and can present the matter to the Board.

No real advantage can come from giving notice as to who is an executive candidate, and considerable unhappiness can be generated, especially if he is later dropped. To be sure, there will be actions from time to time affecting candidates that may be "read" by colleagues as signaling their inclusion in the Inventory, but this type of speculation is harmless.

How will the Board conduct most of its business - in formal meetings or through unilateral actions of members? Hopefully, the answer is "formal meetings". And this can be done without burdening the members with an excessive number of regularly scheduled or ad hoc meetings if: (a) adequate preparations are made for each meeting and (b) a career plan exists for each executive candidate. Regular meetings 3 or 4 times a year should permit the Board to transact its major business. One of these sessions should be devoted primarily to an annual review and updating of career plans.

How will Executive Candidates be tapped for the Inventory? By formal Board action, on the Recommendation of one or more of its members. Each recommendation should be accompanied by a proposed plan, at least in broad outline, for the future development and use of the individual.

Candidates can be dropped from the Inventory whenever the Board considers they no longer possess the potential for top executive positions.

The Board may also wish to establish a special category for Candidates who remain in the Inventory for position planning purposes but are no longer under active "development". Persons already occupying top positions and others considered qualified to do so but who are near retirement might well be in such a category.

#### CONCLUSIONS

14. One of the critical problems inherent in the administrative affairs of any organization is the necessity to provide an adequate replenishment of managers and executives to fill the positions of leadership that must inevitably and recurrently become vacant. CIA has recognized its responsibilities in this area and has taken a number of praiseworthy steps to provide developmental opportunities for most of its career members.

However, we have displayed consistent timidity in meeting the needs of candidates for top executive positions even though this group constitutes the indispensable nucleus of our Organization. Despite our awareness of this weakness, we have not acted to correct it. The time is therefore at hand to isolate from the broader problem of career development the crucial issue of executive development and to establish a special, centrally directed program to deal with it.

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

(10)

Our Executive Development Program should be established along the following lines:

- a. Responsibility for the Program - should be assigned to an Executive Development Board composed of: the Executive Director as Chairman, the 4 Deputy Directors as members, and the Director of Personnel as executive secretary.
- b. Scope of Program - The Board should be responsible for establishing and maintaining an Executive Inventory listing the senior positions of concern to the program and the candidates being groomed to fill them. The positions should include:

Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.

Field - chiefs of installations with major policy responsibilities involving more than one Headquarters Deputy Directorate.

- c. Identification of Executive Candidates - from among Agency employees GS-15 or above who have already had managerial experience, the Board should select candidates for the Executive Inventory who possess the capacity, the desire, and the potential for top management positions. Notice of selections should not be given candidates or anyone else except members of the Board and other top officials concerned.
- d. Methods of Development - The Board should approve and administer a career plan for each Executive Candidate, including arrangements for such additional training and developmental opportunities as may be indicated for each candidate. Development methods should include: rotational assignments, special internal or external training, participation in inter-agency exchange agreements, membership on inter-agency task forces and committees, special details, etc.

#### RECOMMENDATIONS

15. Recommend prompt establishment of an Executive Development Program along the lines suggested in paragraph 14 above.

SECRET

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

STAT

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

**CONFIDENTIAL**

(CLASSIFICATION)

*DD/S 63-1884*

*63-3713*

*Personnel 5*

# ACTION MEMORANDUM

## OFFICE OF THE DIRECTOR

Action Memorandum No. A-239

Date 1 May 1963

TO : Director of Personnel  
VIA : Deputy Director/Support  
SUBJECT : Generalist Corps

### REFERENCE:

1. I think the time has come to take the steps indicated in the Personnel study of a year ago to establish a Generalist Corps which would be the group whose career service would be under the direction of the DDCL. Recent experience indicates the importance of this if we are ever to achieve a single Agency program where senior officials can be rotated between units for the best interests of the Agency.

2. Would the Office of Personnel provide me with a proposal on this by 1 July 1963.

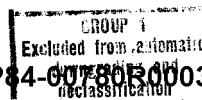
(signed) Lyman B. Kirkpatrick  
Lyman B. Kirkpatrick  
Executive Director

*DD/S subject*

SUSPENSE DATE: 1 July 1963

*changed to 1 Aug 63*

(CLASSIFICATION)



STAT

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

Approved For Release 2003/05/27 : CIA-RDP84-00780R000300020009-0

PROBLEM

1. To establish an Agency program to identify and provide special developmental opportunities for employees considered to possess the potential for positions of senior managerial and executive responsibility.

BACKGROUND

2. One of the managerial problems inherent in administering the affairs of CIA is the development of adequate numbers of properly qualified individuals to replace the managers and executives - at all levels - who inevitably must some day vacate the positions they now hold. Recognizing this essential task, and the special character which the nature of our Agency invests it with, successive CIA administrations have looked to a number of different means of dealing with the matter. Three of their studies are especially pertinent:

a. The proposals of the 1952 Career Service Committee which, as approved by the DCI, established our present career service system. Among the proposals was one for an Executive Inventory that was actually set up. It listed about 150 senior professionals considered candidates for key positions in the Agency, but because some of the essential elements required for its maintenance were missing, and attention was concentrated on other aspects of the career service system, the inventory was permitted to expire not long after its creation.

ILLEGIB

(2)

- No. 13 Consider JOT's as "generalists".
- No. 14 Give all supergrades a "generalist" designation.
- No. 15 Establish a DCI Personnel Board to handle matters involving supergrades.
- No. 16 Make the Director of Personnel responsible for identifying those individuals in the middle echelon managerial grades who should be considered for CIA generalists.
- No. 17 Establish a mid-career training course for the purpose of selecting middle echelon supervisors who should be named CIA generalists.
- No. 20 Establish a Personnel Development Board to work full time creating and implementing plans for generalists.

DISCUSSION

GENERAL

4. Through all the background papers on executive development in the Agency there runs at least one common theme: the recognition that our career system must produce an adequate supply of well developed, broadly experienced candidates for the key executive posts in the Agency. On this central issue there has never been any dispute. Nor can there be if we are really committed to the notion that ours is a career service. Nevertheless, our actions (on this issue) have never matched our intentions. Why?

ILLEGIB



SECRET

(3)

--Second, during the 8 or 9 years - relatively stable ones insofar as the size and projected growth of the Agency were concerned - we may have felt that sufficient numbers of qualified replacements were already on hand. Experience has borne this out generally. Retirements and other losses among top executives have not been beyond our capacity to deal with. It is only now, as we look ahead and contemplate the sharp rise in anticipated losses over the next 5-10 years, that we become alarmed. For we realize that, not only will our executive losses go up abruptly, but so will the losses of "replacements" we've been relying on, because they too will be leaving the Agency along with or closely behind the executives they might have replaced. Our problem is thus changing dimensions as the average age of our senior personnel continues to climb.

--Third, our Deputy Directorates and Career Services have been absorbed with responsibilities for developing their own career staffs, including their own key executives. In addition, they may have reasoned that the development of executives for broader uses would necessarily impinge on and possibly even clash with their parochial and immediate concerns.

--Not to be overlooked, also, is the fact that most past proposals for executive development have been interlocked with a variety of other ideas which, though related perhaps, were not essential to the central problem of identifying and developing top executives. Yet the proposals were presented and treated as a package and, because some of them were unpopular, the baby went out with the bath water.

#### EXECUTIVE DEVELOPMENT - THE CRUCIAL ISSUE

5. Perhaps the time has come, therefore, to isolate from the broader problem of career development the crucial issue of executive development and deal with it alone. This approach may well succeed where others have not. And surely there can be no harm in requiring the separate elements of our career service system to stand or fall on their individual merits. Tying uncertain proposals to sound ones serves only to weaken them both and risk their total non-acceptance.

For that reason, it seems prudent to distill from the concept of a "generalist corps" those aspects concerned with the identification and development of top executives and concentrate on just those elements.

Using such an approach, let's look at the elements involved in an executive development program:

#### Responsibility

6. The Executive Director is correct in proposing (we assume) a DCI Board to manage a program concerned with the development of top executives. The problems involved in such a program transcend component boundaries. So should the responsibility. It cannot be discharged successfully anywhere else.

(4)

However, it would be a mistake to think this responsibility lies outside of, or can be divorced from, the command line of the Agency and thus be dealt with as a sort of staff function. It cannot. The Director of Personnel and other staff officers can be of invaluable assistance in the support of such a program; but the ultimate decisions and implementing actions - without which there can be no program - must come from the senior Agency commanders themselves.

Therefore, it is proposed that responsibility for the executive development program be given a Board composed of:

Executive Director, Chairman  
4 Deputy Directors, Members  
Director of Personnel, Executive Secretary

#### Elements of Program

7. The executive development program, as visualized here, would consist of these elements:

- a. The definition of goals.
- b. The identification of employees considered to possess the capacity, desire, and potential for Agency positions of senior managerial and executive responsibility.
- c. The establishment and maintenance of an executive inventory listing the senior positions of concern to the program and the candidates being groomed to fill them.
- d. The evolution of plans and opportunities for executive development through rotational assignments, external and other special training, committee and task force assignments, special details, exchange agreements with other agencies, etc.
- e. The selection of candidates for executive positions.

#### Definition of Goals

8. Before launching an executive development program - and throughout its life - we need general agreement as to its purposes and objectives and a common understanding of the terms and procedures employed. For instance, for our purposes:

- What is an executive?
- How early in an officer's career will we try to evaluate his executive potential?
- How long do we expect a candidate to remain in our "inventory"?
- Will the program attempt to embrace all executive positions or just those in the "generalist" category?
- How many candidates will we try to identify for each executive post?
- Will candidates be groomed for specific posts or developed more generally?

SECRET

(5)

The next few sections will try to suggest answers to these and other related questions.

#### Scope of Program

9. Earlier we talked of developing "top executives", "senior managers", etc. What do we mean?

Clearly, our concern has to do with executive and managerial requirements involving broad, general experience - experience which normally cannot be acquired entirely within one Agency component but which takes opportunities beyond those a single component can provide. We mean "generalists" and are not talking of "specialist", though we recognize they too have developmental needs.

It is clear also that our concern is for a special program - small in size, narrow in focus, and concentrated in purpose. A program to supplement the efforts of the major components which, after all, have the primary task of directing, developing and managing the Agency's work force. A program to take over the job of training and preparing the select few who have executive potentials beyond the capacity of a single component to provide adequate developmental opportunities for.

To give sharper definition to the limits of our program, we probably mean the following executive positions (numbering about 130 - 140) and the potential candidates to fill them:

- a. Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.
- b. Field - Chiefs of installations with major policy responsibilities, or with significant managerial responsibilities involving more than one Headquarters Deputy Directorate.

#### Identification of Executive Candidates

10. "Who", "when", and "by whom" are the principal questions to answer about the identification of executive candidates.


Who? We have suggested they be individuals possessing the capacity, the desire, and the potential for top managerial positions. Paragraph 10 defines for our purposes the meaning of "top managerial positions".

When? The view was expressed that only senior commanders can make the key decisions involved in an executive development program. Surely the formal identification of a candidate is a key decision.

By whom? The "right" answer is: whenever we can make a choice with reasonable assurance of its correctness. But that injects into the program a vagueness and unwieldiness we should avoid, and can be an arbitrary decision concerning "eligibles".

(6)

On 31 March 1963, we had:

<u>GRADE</u>	<u>NUMBER OF EMPLOYEES</u>
GS-18	
17	
16	
15	
14	

25X1

Considering the large numbers of potential "eligibles", let's arbitrarily confine our search to those who are GS-15 or above and have already entered the "generalist" ranks.

The 1962 Task Force on Personnel Management recommended that JOF's be labeled "generalists" and also that a mid-career training course be used to identify "generalists". For our purposes, such actions are believed premature. We lack techniques discreet enough to identify the individuals in the early and mid-year groups who will rise to top executive positions. We could try, of course; but this would produce a large, diffused development program instead of a small, specially tailored one. It would probably also result in a less effective one. More importantly, it would produce a centrally directed program invading the command prerogatives of Career Services (as they are now established) at too low a level. Whether benefits from such a program extension would ever compensate adequately for this "invasion" is very questionable.

The proposal to restrict executive candidates to GS-15's and above rests therefore on two ideas primarily:

- First, the belief that a small, tightly managed program with clearly established, specific objectives will achieve far better results in developing top executives than will a large multi-purpose program.
- Second, the conviction that in our Agency the primary job of developing career employees, including those destined for executive posts, can best be handled by the separate Career Services and Deputy Directorates and should remain their responsibility.

ILLEGIB

SECRET

(7)

management differ or diverge from those of a subordinate component.

In the development of senior executives, the need for a supplementary Agency program - centrally directed - appears to emerge at about the GS-15 level, and certainly not below 14. Up to that point the Career Services and Deputy Directorates can manage the job quite adequately, including cross-component assignments. If at times they don't, it's usually the result of human weaknesses and not of the system employed.

However, above the 14 level, candidates for senior positions need opportunities for rotational assignments, external training, special details, and other broadening experiences that individual Directorates generally cannot provide. Even more significantly, the interests of top management in the development of certain candidates may differ from the parochial interests of a component and can indeed become antagonistic.

The foregoing reasons argue for an Executive Development program which at the Agency level is quite restricted in size and "inducts" candidates only after they have manifested potential for senior "generalist" positions. Setting GS-15 as the "entrance level" is purely arbitrary and could in some cases be artificial; but it provides a useful bench mark for systematic reviews of possible candidates.

#### Executive Inventory

11. Earlier comments have suggested an executive inventory consisting of the following positions:

Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.

Field - chiefs of installations with major policy responsibilities, or with significant managerial responsibilities involving more than one Headquarters Deputy Directorate.

It was estimated that the inventory would embrace 130 to 140 jobs. Matched against these jobs should appear: the incumbents; and the other executives candidates, about 300 perhaps, being groomed for the jobs listed.

To the extent reasonable, the inventory should indicate the position(s) for which each candidate is being groomed and, conversely, the prospective candidate(s) for each position. In both cases, multiple listings should usually occur - i.e., most key positions should have several prospective candidates, and most individuals in the inventory should be preparing for more than one job.

Responsibility for establishing and maintaining the inventory belongs to the Career Development Board. Inventory records, because of their sensitivity, should probably be maintained personally by the Chairman and the Executive Secretary.

(3)

Complementary inventories will very likely be established in each Deputy Directorate, embracing jobs at the next lower executive levels. This will facilitate the management of the Agency inventory and should be encouraged.

#### Development Methods

12. After identifying executive candidates and deciding at least tentatively the position(s) for which they should be preparing, the Board must shape at least in broad outline - a development plan for each candidate. Plans will vary according to the age and experience of the candidate, the jobs for which he is being groomed, his prior training, etc. Some will be specific, others very general. But they must provide realistic, working targets for the future assignment and training of every candidate; this is essential to the successful conduct of the program.

The ingredients of executive development plans include:

- Rotational assignments within and across components
- External and other special training programs
- Exchange agreements with other agencies
- Committee and task force assignments within the Agency and with inter-agency groups
- Special details and temporary assignments within the Agency and to such outside bodies as NSC
- Other special arrangements

The task of devising executive development plans will probably be given the Deputy Directors most concerned, but the Board must retain responsibility for their final approval and also for monitoring their execution.

The Board must take the initiative in creating new development opportunities and in expanding and modifying others already available. It must also insure that important opportunities which present themselves in the normal course of affairs - such as Senior School Quotas, inter-agency exchanges, appointment of inter-agency task forces, etc. - are exploited in ways that yield the greatest return for the Agency. It should be quite unusual, for example, to nominate for one of the Agency's 3 spaces at the National War College an individual who is not on the executive inventory.

#### Administration

13. Most decisions as to how the Executive Development Board will function and how the Program will be administered must await their establishment. However, several items deserve special mention.

When an individual is "tapped" for the Executive Inventory, what notice is given? The ideal answer is "none", except to Board members and other top officials concerned. This means that the individual is not told, his career service designation is not changed, and all other visible symbols and processes remain as before. Of course, an extra review is added to

~~SECRET~~

(9)

any significant plan or action initiated by a component affecting the individual. But this can be done quite discreetly. The responsible Deputy Director will know of the plan as well as the individual's status on the Inventory and can present the matter to the Board.

No real advantage can come from giving notice as to who is an executive candidate, and considerable unhappiness can be generated, especially if he is later dropped. To be sure, there will be actions from time to time affecting candidates that may be "read" by colleagues as signaling their inclusion in the Inventory, but this type of speculation is harmless.

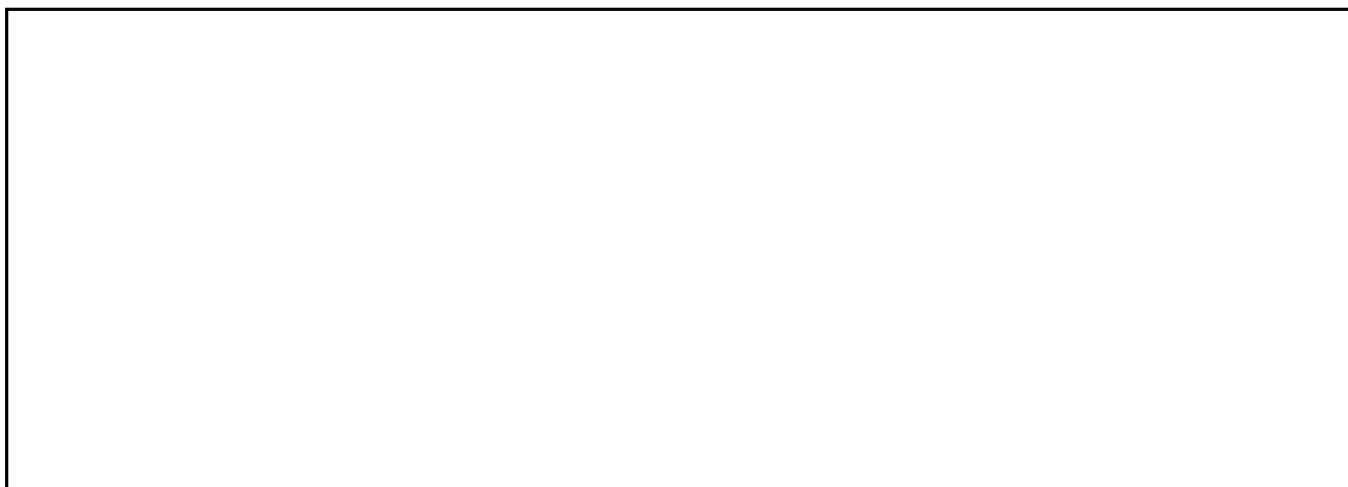
How will the Board conduct most of its business - in formal meetings or through unilateral actions of members? Hopefully, the answer is "formal meetings". And this can be done without burdening the members with an excessive number of regularly scheduled or ad hoc meetings if: (a) adequate preparations are made for each meeting and (b) a career plan exists for each executive candidate. Regular meetings 3 or 4 times a year should permit the Board to transact its major business. One of these sessions should be devoted primarily to an annual review and updating of career plans.

How will Executive Candidates be tapped for the Inventory? By formal Board action, on the recommendation of one or more of its members. Each recommendation should be accompanied by a proposed plan, at least in broad outline, for the future development and use of the individual.

Candidates can be dropped from the Inventory whenever the Board considers they no longer possess the potential for top executive position.

The Board may also wish to establish a special category for Candidates who remain in the Inventory for position planning purposes but are no longer under active "development". Persons already occupying top positions and others considered qualified to do so but who are near retirement might well be in such a category.

#### CONCLUSIONS



ILLEGIB

(10)

Our Executive Development Program should be established along the following lines:

- a. Responsibility for the Program - should be assigned to an Executive Development Board composed of: the Executive Director as Chairman, the 4 Deputy Directors as members, and the Director of Personnel as executive secretary.
- b. Scope of Program - The Board should be responsible for establishing and maintaining an Executive Inventory listing the senior positions of concern to the program and the candidates being groomed to fill them. The positions should include:
  - Headquarters - all managerial positions GS-17 and above, and all staff positions at those levels requiring a broad, general background.
  - Field - chiefs of installations with major policy responsibilities involving more than one Headquarters Deputy Directorate.
- c. Identification of Executive Candidates - from among Agency employees GS-15 or above who have already had managerial experience, the Board should select candidates for the Executive Inventory who possess the capacity, the desire, and the potential for top management positions. Notice of selections should not be given candidates or anyone else except members of the Board and other top officials concerned.

The Board should approve and administer a Executive Candidate, including arrangements for training and developmental opportunities for a candidate. Development methods should include assignments, special internal or external assignments, inter-agency exchange agreements, membership in forces and committees, special details, etc.

RECOMMENDATIONS

15. Recommend prompt establishment of an Executive Development Program along the lines suggested in paragraph 14 above.

SECRET